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Working Paper  
IC-72-0226  
25 March 1972

SUBJECT: Data Inputs from CDIP for CIRIS in Calendar Year 1972

REFERENCES:

- (a) D/DCI/IC letter to ASD(I) dtd 7 February 1972 (S)
- (b) D/DCI/IC/Comptroller transmittal to DASD(I) dtd 2 March 1972, enclosing printed CIRIS-72 Annexes and proposed draft of DoD data call (C)
- (c) D/DCI/IC Staff briefing for ASD(I) on CIRIS, 16 March 1972
- (d) DoD Directive 5000.19 dtd 2 June 1971, entitled "Policies for the Management and Control of DoD Information Requirements"
- (e) SecDef memorandum dtd 8 March 1972, enclosing letter of same date to the Secretary of the Treasury, et al., on "Information Control - Interagency Information Requirements"

DISCUSSION

A. Summary of References

By reference (a), D/DCI/IC requested ASD(I) assistance in the issuance and completion of the fifth annual national intelligence community data call (CIRIS-72), and advised that the resulting compilations of Defense information would, in turn, be disseminated for use by ASD(I) and program managers.

Reference (b) served as a transmittal memorandum to provide the technical instructions and guidance for CIRIS-72 and the draft of a proposed ASD(I) instruction to CDIP components promulgating the CIRIS-72 data call in DoD.

Reference (c) presented the history of the annual DCI-sponsored, community-wide exercises to assemble and maintain a resources data base on the national intelligence community. It also described proposed steps to be taken jointly by DCI/IC and ASD(I) organizations to further develop and improve the utility of this mechanism. This discussion took the form of a briefing attended by ASD(I) and DASD(I).

Reference (d) and reference (e) describe procedures directed by the Secretary of Defense to be administered through ASD (Comptroller) to control DoD information requirements and systems and to evaluate existing and new requirements for information originating either within DoD or requested from DoD by external agencies and departments. Reference (e) also reported on an OSD effort with the Office of Management and Budget to establish controls at the Federal level.

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B. DASD(I) Request to DCI/IC for Justification: DoD Directive 5000.19 (Cost vs. Need)

1. To supplement the DCI/IC staff briefing to Dr. Hall on 16 March 1972 (reference (c)), Admiral Bowen has requested that additional information be provided addressed to the criteria of cost vs. need identified in DoD Directive 5000.19 (reference (d)).

2. That Directive states (in pertinent part):

"V. A. Two major factors will be considered prior to the initiation of new or continuation of existing information requirements: the cost of obtaining the information in relation to its use, and the penalties and risks associated with not having the information."

3. The DCI/IC organization is wholly sympathetic to the concern expressed by this DoD Directive and by Secretary Laird's letter of 8 March 1972 (references (d) and (e)) as to the necessity to maintain control over proliferating, duplicative and unnecessary information requirements, to enlist OMB in developing standards on this subject at the Federal level to prevent duplicative requirements, and to assure cost effectiveness of the information provided.

C. OMB Initiative on CIRIS

1. With respect to the Consolidated Intelligence Resources Information System (CIRIS), this annual project involving the cooperative endeavors of DCI and Defense Intelligence management originated in a thoroughly studied proposal presented in 1966 by the Director, Bureau of the Budget to the Secretary of Defense and the Director of Central Intelligence. The TOD/CIRIS mechanism was developed as a result of continuing study by a DoD-DCI-OMB committee and has been carried out in four annual exercises beginning in 1968, with CIRIS for calendar year 1972 being the fifth consecutive exercise.

2. In view of the history of OMB concern for the development of this mechanism, we have no doubt that any OMB standard developed at the Federal level will take appropriate account of this need and this history.

D. CIRIS Is Non-Duplicative

1. The caution expressed in DoD Directive 5000.19 relative to preventing duplicative requirements does not apply in the case of CIRIS, since there is no question of fact that CIRIS is the only mechanism now existing that has the capability to provide a uniform, community-wide display of national intelligence resources allocated to geographic targets and to objectives (subject targets). This was most recently acknowledged by DASD(I) staff in discussion with DCI/IC representatives on 20 March 1972.

E. CIRIS Takes Account of the Criteria of DoD Directive 5000.19

1. The following sub-paragraphs present extracts from the DoD Directive, followed by commentary on each point.

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(a) Criteria, para. V.B.: " ... determination (to be) made that the available information cannot satisfy the requirement. ... "

Comment: As noted in D., above, the principal characteristic of CIRIS is the allocation of intelligence resources to targets and objectives. This capability is acknowledged to be unique.

(b) Criteria, para. V.C.: " ... only essential needs and in the minimal frequency feasible with reasonable due dates. ... "

Comment: "Essential needs" of the DCI are illustrated in F., below. "Minimal frequency" of target-oriented data is once a year. That has been established by numerous interagency discussions over the past five years. This is what is requested in CIRIS for calendar year 1972. Fiscal-type data (not target-oriented) are requested at the same points in time as similar data are requested by CDIP Program Managers and ASD(I) for their own internal uses, and hence those data do not present a unique or additional requirement that can be attributed specifically to the DCI's needs alone. "Reasonable due dates" are not in question, since the CIRIS data calls on DoD program managers have always been timed in accordance with the dates for submittal agreed to by ASD(I) staff and its predecessor organizations.

(c) Criteria, para. V.C.2.: "Information will be requested in summary form at the largest aggregate that will serve the management need. ... "

Comment: The level of aggregation and/or detail in each of the four annual TOD/CIRIS exercises heretofore has been established by agreement with ASD(I) or its predecessor organizations and further in consultation with CCP and GDIP Program Managers. The illustrations of CIRIS use in the briefing for Dr. Hall (reference (c)) and further illustrated in F., below, demonstrate the need for the information described in the CIRIS-72 proposed data call.

(d) Criteria, para. V.C.3.: " ... data elements and terms will be standardized whenever possible."

Comment: The necessity for complete standardization in the resource, function, sensor, target and objective terminologies of the national intelligence business was one of the principal reasons for undertaking TOD/CIRIS.

The resources language in all TOD/CIRIS data calls has always been completely consonant with the resources language prescribed by ASD(C) for use throughout DoD. It has always been a requirement of TOD/CIRIS that data submissions be equatable to the resources by type and by total shown in official DoD program/budget control documents, such as the FYDP.

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Prior to the development of TOD/CIRIS, there was no standard terminology for use within the national intelligence community to express functions, targets, and other characteristics of intelligence. This is a substantive, not a fiscal problem, and as such it falls to the DCI to take the lead in developing such terminology. This has been accomplished through several years of continuing interagency discussions with full and effective participation heretofore of ASD(I) and its predecessor organizations.

(e) Criteria, para. V.C.4.: "Normally, specifications for information requirements will be limited to data elements and codes ... . Standard machine-readable formats may be required ... "

Comment: Within the national intelligence community, only the CCP is maintained and presented through the use of computers and machine-prepared outputs.<sup>†</sup> Through an extensive effort conducted in the spring of 1970, directed by the National Intelligence Resources Board, ASD(I) participating, the DCI/IC organization and NSA's management staff achieved total compatibility between the CCP data system and CIRIS. The CCP CIRIS submissions for calendar year 1971 were provided in this standardized, machine-readable format.

The DCI/IC organization has sought for several years to encourage other intelligence programs to make greater use of computers in presenting their management data and their CIRIS submissions. The DCI/IC organization continues to support this objective.

(f) Criteria, para. V.C.6.: "Information requirements will be examined periodically to assure that the requirements remain valid and relevant. ... "

Comment: Each annual TOD/CIRIS exercise has been defined and shaped by a review of the experience from prior exercises and by new guidance provided from the identification of current interests of intelligence consumers. This evolution has been orderly and logical, and has been carried out on an interagency basis with full and effective participation by ASD(I) and its predecessor organizations. In the recent briefing to Dr. Hall (reference (c)), the DCI/IC organization solicited the continued full participation of Defense intelligence management in this process of the orderly and continuing reexamination of a CIRIS-like mechanism in relation to emerging and changing consumer needs.

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† - The CIA Program is partially computerized. The GDIP is wholly manual. Reference to CCP includes APS which is maintained by the same NSA computerized system.

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F. Illustrations of DCI Uses of CIRIS in Calendar Year 1972

1. The following examples identify some of the projects to be carried out in calendar year 1972 on behalf of the DCI, where there is a significant reliance on the availability of information from the CIRIS system, and hence a dependence on the CIRIS-72 data call which ASD(I) has been requested to issue. This list is not exhaustive. It illustrates a variety of important uses. Many more applications exist in connection with specific issues and studies and in the continuing series of spot inquiries that has always occurred throughout a calendar year.

2. National Intelligence Community Planning

(a) A new major initiative to be undertaken during calendar year 1972 relates to the preparation of planning guidance and assumptions. This is based on the recent Presidential instruction that the DCI should assume leadership of the community in planning.

(b) For several years, such a document, signed by the DCI, has been prepared annually for use within CIA. In calendar year 1972, this will be prepared so as to be useful to the total community. This represents a major effort by the DCI/IC staff in conjunction with the Board of National Estimates. The picture of the current allocation to targets of intelligence resources, provided through CIRIS-72, is a necessary input for the preparation of this planning guidance.

3. Overviews of Resources in Relation to Targets and Objectives

(a) Comprehensive, uniform, authoritative statistics are required by the DCI for use in presentations to the cognizant Congressional committees, to the President's Foreign Intelligence Advisory Board, and comparable senior levels. The experience of doing this annually since 1954 has demonstrated the need to identify the following according to their resources: individual intelligence units as well as agencies, departments, program elements and programs; resources of individual units related to the intelligence functions performed and the sensor equipment operated; resources of individual units related to their geographic targets and subject matter objectives.

(b) Such data are required, also, to provide a common overview for national intelligence program managers in such forums as USIB, IRAC, and the NSCIC.

(c) As stated heretofore, CIRIS is acknowledged to be the only mechanism now existing which can provide such data relating resources to targets and objectives in a uniform, community-wide terminology.

(d) Some displays by DCI/IC staff have been prepared at the request of DIA and NSA personnel developing management information centers for D/DIA and DIRNSA, and contain types of information that can only be derived from CIRIS.

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#### 4. Appraisals of "Substantive Impact" of Proposed Resource Allocations

(a) DCI/IC staff participation in the CDIP Program Review conducted by DASD(I) in calendar year 1971 included the preparation of "substantive impact" statements and appraisals. CIRIS data were an important input for the formulation of these statements. In the calendar year 1972 program/budget cycle, the DCI/IC staff is dependent on current CIRIS data for this type of use.

(b) The 1972 CIRIS data call has been delayed to such an extent that it is unlikely that CIRIS output can be provided within the time frame anticipated for the spring-summer program review. Nevertheless, the availability of CIRIS output in the middle of calendar year 1972 — provided the pending data call is issued promptly — makes possible the use of CIRIS as one input for the development of a consolidated intelligence program budget in the latter part of calendar year 1972.

#### 5. Development of Intelligence "Objectives and Priorities" and Related Resources

(a) DCID 1/2 (U.S. Intelligence Objectives and Priorities) and its detailed Supplement were issued by the DCI on 21 January 1972. This document was developed after extensive interagency study participated in by DASD(I) staff, and the DASD(I) representative concurred in the final working paper which was thereafter approved by USIB members and issued by the DCI.

(b) A major project during calendar year 1972 involves the review and updating of the DCID 1/2 Supplement "to ensure that the structure and the format of the listing (of Objectives and Priorities) remains appropriate as a means of expressing U.S. intelligence needs."

(c) An interagency group under the chairmanship of General Jack E. Thomas, head of the DCI/IC Product Review Group, will begin deliberations in September 1972 and complete their work by the end of the year. One of the major interests of that group, as well as of users of DCID 1/2, is to improve the interrelationships of Objectives and related resources. For this purpose, the data to be provided by CIRIS-72 are indispensable and will be used extensively, just as CIRIS-70 data provided a detailed annex and input to the deliberations that led to the initial formulation of DCID 1/2 Objectives and Priorities.

(d) The Objectives and Priorities stated in Annex A of the JSOP have been made consonant with those stated in DCID 1/2. As a result, planners involved with the JSOP are counting on being able to make use of CIRIS-72.

#### 6. Intelligence Production Resources Targeted

(a) Two continuing projects sponsored by D/DCI/IC relate to an analysis of the U.S. intelligence community resources devoted to the Production function, and an analysis of the character and amount of support provided to the Production function by R&D efforts and resources.

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(b) These concerns stem from the Presidential injunction to the DCI to bring about significant improvements in the intelligence product, to increase resources devoted to analysis and production, and to upgrade analysis personnel and analysis methods.

(c) An initial study is already underway and is totally dependent on data from CIRIS-71. This will present the distribution of dollar and manpower resources in terms of geographic and subject targets of the Production function. It will serve as a benchmark and take-off point for further analysis to be carried out in calendar year 1972 looking toward a production improvement program. Like the initial study, the follow-on work will depend principally on data that can only be derived from CIRIS-72. These studies will be presented ultimately to the NSCIC.

G. Costs of Obtaining CIRIS Data on Defense Intelligence Programs

1. DCI/IC does not have available information on costs uniquely attributable to making CIRIS submissions by CDIP programs. Because of the compatibility achieved between CIRIS and the NSA management system for the CCP, it is known that the cost to NSA of providing CCP data inputs to CIRIS in calendar year 1971 only involved the cost of preparing computer tapes for delivery to the DCI/IC.

2. The principal costs appear to be incurred in the GDIP because that program does not operate a centralized and computerized system as does NSA for the CCP. The practice in the GDIP has been to work through the three Services and to send the forms for CIRIS targeting to field units and activities. This is not a circumstance uniquely attributable to CIRIS, since this procedure is necessary for the assembly of data used in the preparation of program proposals.

3. There are three principal types of data maintained in the CIRIS system:

(a) Descriptive Information (CIRIS Form 2812b)

(1) This identifies units and activities, stations and projects that make up the programs in national intelligence. (This information does not relate to resources, but rather identifies the locations of units, their command relationships, and their principal types of work.)

(2) DIA has made the following comment on the value of this information (DIA memorandum to DASD(I) dtd 27 September 1971):

"A useful thing CIRIS may be able to do for us very easily is to provide an efficient and relatively inexpensive way to pull together 'fact book' information. The Reporting Entity Identification Form (2812b) could probably be expanded at little cost to include the descriptive information most needed on intelligence units and activities. If this were done, 'fact book' data could be made available for all units and activities in the CDIP as a regular CIRIS report. The only cost to the DoD would be in the slightly increased time required to complete the expanded form."

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(3) CIRIS-72 instructions have taken account of DIA's interest, and the statement in CIRIS-72 guidance and instructions for submissions of this type of data has largely been written to respond to the information requested by DIA.

(b) Fiscal (non-targeted) Information (Form 2812)

(1) This information is precisely the same as shown in the FYDP except that it goes down below the Program Element level in order to identify resources in FYDP terminology for each unit and activity within each Program Element. We understand that this information is not unique to CIRIS but is prepared as part of the normal in-house process used by the CCP and GDIP to develop their program/budget proposals. Accordingly, costs uniquely attributable to CIRIS would appear to be slight.

(2) It is interesting to note that the Supplementary Planning and Programming Guidance, issued by ASD(I) by memorandum of 10 March 1972, appears to instruct Program Managers to submit this kind of information as part of their POM presentations – the only difference between the ASD(I) guidance and the CIRIS-72 request appears to be that CIRIS is seeking this information based on the January FYDP whereas ASD(I) wants it based on the POM. However, Program Manager representatives have indicated in the past that for their own in-house purposes they must prepare the information based on the FYDP as a preliminary step to revising it for the POM.

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(c) Function and Target Oriented Resources (Form 2812a)



H. A Specific Proposal to Decrease DoD CIRIS Data Costs

1. As a contribution to the further development of CIRIS methodology and in order to expedite the CIRIS-72 data call, the DCI's CIRIS organization offers to undertake additional duties this spring, as follows:

(a) Special Navy and Special Air Force Programs

(1) Provided ASD(I) takes appropriate steps to provide DCI/IC with the Form 2812b (descriptive) data and the Form 2812 (fiscal summary by entity) data, as requested in the proposed CIRIS-72 data call, the DCI/IC CIRIS organization will undertake the entire task of targeting both of these programs without requiring either Program Manager to submit Form 2812a (function and target) data.

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(2) We believe this can be accomplished because of our familiarity with the details of these special programs and the pattern of targeting established in prior years. This can be accomplished unilaterally by DCI/IC, but we would be pleased if ASD(I) were to participate in this exercise to help develop and test the methodology and to satisfy itself as to the validity of the results.

(b) GDIP

(1) Provided some guidance is provided by DIA's GDIP Program Element managers, we believe that the costs of preparing the targeted forms (2812a) on GDIP Reporting Entities can be reduced substantially from those incurred in 1971. We believe this can be accomplished by not requiring all field units and activities to fill out the targeted form 2812a, and in selected cases by utilizing past experience to develop this information at the Washington level.

(2) We believe this is a worthwhile exercise in the further development of the methodology for CIRIS. DCI/IC is willing to undertake this unilaterally (with some guidance from GDIP Program Manager representatives), but we would be pleased if ASD(I) were to participate for the reasons noted in in subparagraph (a)(2) above.

(c) CCP/NSA

(1) As in calendar year 1971, NSA should provide compatible tape inputs as their CIRIS submissions. It has been established that there are no significant costs to DoD of this step. DCI will absorb any incidental costs attributable to possible changes in NSA's programming since the time when the NSA and CIRIS systems were made compatible last year.

2. Another step in the development and testing of CIRIS methodology — as well as minimizing costs to DoD — was proposed in the briefing to Dr. Hall (reference (c)). That step is to not require the Program Managers and their individual Reporting Entities to provide targeted data (Form 2812a) on FY 1974. Rather, we have committed DCI/IC to develop and test procedures for targeting FY 1974 (the Program Year) on the basis of the fiscal data provided in the mid-year update of fiscal data (Form 2812) plus our analysis of the targeted data submissions provided through the proposed CIRIS-72 data call covering FYs 1972 and 1973.

I. Summary

1. This proposal amounts to a major decrease in costs otherwise attributable to DoD participation in CIRIS. It also represents a significantly increased DCI/IC investment in CIRIS, both financially and in terms of bringing about further improvements to this system. While the exact DoD costs are not known, there would seem to be no doubt that the DCI is assuming much the larger share of the total costs of maintaining and improving the CIRIS mechanism as a service of common concern for the intelligence community's senior manage-

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ment levels. This appears to be the case even without taking into account the costs of something over [ ] that the DCI has contributed over the past 4-5 years in providing computer software and hardware. The continuing cost of computer support, being absorbed by the DCI in calendar year 1972, is estimated at over [ ]

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2. Whether all of these desired objectives for the further improvement of the CIRIS mechanism can be fully realized in calendar year 1972 depends to a degree on the willingness of the Defense intelligence managers to provide some guidance and assistance in the area of developing and testing procedures with us. We do not request that this be a major effort on the part of DoD unless DoD desires to make it so. We do request that it be a cooperative effort, to expedite obtaining and processing CIRIS data. We have already noted that the lateness of this data call will limit for this year its potential as an insight for program review. However, our experience in 1971 demonstrated that even before CIRIS formal data outputs were available, there was considerable utility in the semi-processed data submits. We will make all reasonable efforts to make this information accessible to ASD(I) while our people are processing it in our offices, should your analysts desire to examine these materials for themselves.

3. In a separate paper, Admiral Showers is presenting, on behalf of D/DCI/IC, a discussion of possible means for further, longer-range DCI/IC - ASD(I) cooperation looking to improving the CIRIS mechanism for calendar year 1973. Due to the lead times for computer support, those investigations should be completed by the end of the summer if their results are to be incorporated in calendar year 1973 data submissions.

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